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VACANCY NOTICE SYSTEM

I. <u>MAPA Recommendation</u>: 'Make better use of vacancy notices through defining purposes and results expected from their use and then using the notices accordingly.' Conclusions and Recommendations, p. 97.

II. Pertinent NAPA Statements.

A. "The Agency 'Vacancy Notice' program is uncoordinated and ill-defined. It is operated differently by the various Directorates and has some mechanical problems in the actual distribution of notices." Executive Summary, p. VII.

- B. "There is confusion as to the purpose of using a vacancy notice."
- C. 'While the Vacancy Notice System is referred to as Agency-wide, past practice indicates that it operates on an inconsistent basis at three levels--Agency, Career Service, or Career Service Sub-Group."
 - D. "There is a problem on distribution (of vacancy notices) . . . ".
- E. "This is an area where there can be great differences between employee expectations and reality. These differences need to be narrowed as much as possible if the system is to benefit both the Agency and its employees."

Latter four statements from, The Present System, pp. 66-67.

III. Analysis/Background.

	Carry to target and the same an
	dated 10 November 1977, is the only official recognition
	cy notice program, albeit the Personnel Handbooks of the
Directorates includ	e coverage on the subject. The official regulation states

"The Director of Personnel publishes vacancy notices to—
adventise the qualification requirements of positions for
which the Heads of Career Services wish to solicit candidates.

Interested employees with the requisite qualifications are—
encouraged to submit applications for vacancies through
appropriate component channels."

The Project Group notes that this regulation does not include a policy statement on what the vacancy notice program is or what it is intended to accomplish. Moreover, it does not clarify that, at the discretion of the Career Service Heads, vacancy notices can be distributed within three tiers—Career Service Sub-Group, Career Service, or Agency wide; and inattentive employees can incorrectly presume that only the Director of Personnel publishes notices and Agency-wide distribution is normal practice.

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date 11 January 1973, announced the "implementation of an Agency wide vacancy notice system." This HN says announcement of existing or anticipated vacancies throughout the Agency is intended to promote optimum use of existing manpower resources and to-make information about assignment opportunities available to as many employees as possible. It further says 'many positions'... can be filled ... from other offices and directorates as well as from the component with the vacancy."—"In such cases, vacancy notices will be issued to stimulate applications from which the best selection can be made." A third significant element of this HN is the statement that vacancy notices will normally be given Agency wide distribution ... but unique positions involving special training, exceptional qualifications or sensitivity may be restricted to specified offices or directorates.

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The Project Group notes that although the HN touches on policy
and recognizes the practice of distributing vacancy notices within components
it does not identify the three-tiered system, it creates the inaccurate
impression that most vacancy notices are distributed Agency-wide, and a
straight-forward policy statement is lacking.

In short, printed material on the vacancy notice system intended for reading by all employees Agency-wide does not state policy clearly and has been misread by some employees. Moreover, the paucity of such material has led to poor employee understanding-especially by those relatively new to CIA--of the vacancy notice system.

B. Directorates! Vacancy Notice Policy.

The Personnel Handbooks of the Directorates all include coverage on Vacancy notices, when they may be used, and what the level of distribution may be. Although these Mandbooks indicate that notices may be distributed to other Directorates, none except NFAC talks of Agency-wide distribution per se. Moreover, except for NFAC, the general guideline is that a vacancy notice may be issued when a component has a vacancy that cannot be filled within. In other words, little encouragement is given by management to soliciting candidates outside a Career Service or Career Sub-Group. The DDA Mandbook (April 1975), for example, states:

"If a position cannot be filled by a qualified candidate within a Sub-Group (each Career Sub-Group is encouraged to utilize internal vacancy notices), a vacancy notice will be distributed to the other Directorate Career Sub-Groups or to the other Directorates."

For the DDSST, the Handbook (July 1976) notes:

"The vacancy notice system is one means to fill positions
by personnel from other offices and directorates, as well
as from the component with the vacancy."

"Vacancy notices will be issued when a component has a vacancy for which it has no highly qualified and obvious candidate."

The Handbook for the DCI Area (November 1977) does not use the terms "vacancy notice," as indicated in the following:

"The fact of the existence of a position vacancy or staffing requirement in any office or staff of the ECI."

Area will be disseminated in writing throughout the ECI.

Area unless circumstances justify a different approach, as, for example, the need to fill a position on a rotation basis from another career service."

The NFAC Handbook (November 1978, with a revised insert on vacancy notices dated July 1979) represents the most current of the Directorates' Handbooks; and regarding vacancy notices is also the most complete. It spells out by grade and circumstances when such notices are required (i.e., NFAC-wide distribution or option for Agency-wide). A definition of what constitutes a vacancy is also provided that includes instances of resignation, retirement, reassignment, and rotations of personnel at the same grade level within an Office.

Approved For Release 2005/12/23: CIA-RDP83-00156R000600020026-2 the notice, giving it intra Directorate circulation or submits it to the Office of Personnel for Agency-wide circulation, as appropriate

In sum, the majority of Agency line managers are given discretion in determining what constitutes a vacancy and how to go about filling tha vacancy. The prevailing philosophy among managers is that the vacancy notic system is (some say "should be") a management tool designed to supplement other established assignment mechanisms

Perceptions of Employees

The best documented Agency-wide view of employees on the subject of vacancy notices is the Employee Survey of July 1976, taken three years after the "Agency-wide system" was implemented. In answering the question "Do you believe the Agency vacancy notice system works satisfactority?" = 20% of the respondents said yes, 31% had no opinion, and 48% said no, with the DDO respondents recording the lowest "yes" percentage--12%.

This view by Agency employees appears to have changed little since 1976 according to conversations between the Director and groups of employees Most complaints seem to center on distribution of notices and pre-selectioni.e., application to a vacancy notice is a hollow exercise in most instances because the candidate already has been chosen.

It is clear that some employees are confused over the purpose of vacancy notices, thus leading to complaints about distribution. has been published on this subject by the Agency for employee information. The most useful current information is published by the Directorates which concentrate on their policy--namely, the line manager has the discretion when to issue a notice and at what level of distribution. In contrast, discussed above, implies that most vacancy notices are issued

Agency-wide by saying they will normally be given Agency-wide distribution.

This is not actual practice, thus creating employee confusion and consequent complaint about notice distribution.

The current procedure for reproducing and distributing Agency-wide vacancy notices—which begins in Staff Personnel Division—also has drawbacks that create potential situations where employees may rightfully complain that they do not see vacancy notices and when they do, the application deadline may be past. Upon receipt of a notice to be advertised Agency—wide and after normal administrative processing, SPD xeroxes 112 copies for clerical notices and 218 copies for professional/technical notices for initial distribution to about 65 offices of the Directorates where discretion is exercised regarding further distribution and how many additional copies will be xeroxed. Timely cooperation obviously is required of the Directorates to make such a distribution arrangement work, but such an uncontrolled scheme can occasionally breakdown.

A more effective system existed prior to SPD's move from Headquarters to Rosslyn in August 1976. SPD would receive overnight printing service from the Printing and Photography Division. After SPD's move, however, such timely service became infrequent and the norm for printing increased from overnight service to seven/ten days. Unable to change the situation and receiving employee complaints on late notices, SPD undertook the time-consuming and costly task of xeroxing and distributing the Agencywide notices.

If there is a concern over the distribution system, an employee still can remain informed by utilizing alternative sources of information. For Agency-wide vacancy notices, a summary list of vacancies is posted monthly on the official bulletin boards in seven Agency buildings. Locations of

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the formal files are normally noted on the monthly summary. The actual
notices, in addition to normal distribution among components, are available
for employee review in the Headquarters Eibrary and in Ames Building. The
Career Services have similar master file arrangements for Directorate level
notices and Agency-wide notices as well

The view of some employees that candidates are pre-selected for advertised vacancies cannot be substantiated by the Project Group, but statistics that follow suggest this is an overdrawn perception.

D. Statistics on Vacancy Notices.

In 1978 there were 2,179 applicants for 545 vacancies: 268

professional/technical and 277 clerical advertised Agency wide (no one applied for 128 of these vacancies). Of the vacancies filled, 80%

of the successful candidates came from outside the advertising component.

For the period 1973-77 a total of 1,004 Agency-wide notices were published, applicants numbered 5,458, and 639 positions were filled. Of these, 66%

were filled with applicants from outside the advertising component. Comparison of these two time frames clearly shows a sharp increase in use of Agency-wide vacancy notices by the Directorates and healthy participation by employees in the system which suggests it is working reasonably.

well: In total, the figures are impressive: 1,549 advertised positions, 7,637 applicants, and the majority of the positions were filled with employees from outside the advertising component.

Not reflected in the above is the number of vacancy notices continually being distributed below the Agency-wide level. These "internal" systems which were in being long before the Agency-wide one implemented in 1973, include notices distributed at Office/Divisions level or Directorate wide

No data are filed centrally on how many of these vacancies are advertised annually, but their combined number is estimated to exceed that for Agency wide notices by a significant margin, thus indicating that over-all a very large number of vacancies are in fact advertised and that there is an even greater number of vacancy notice applicants.

IV. Project Group Findings

and direct means available for possible career change and/or progression within their Directorate or elsewhere in the Agency. Consequently, there is interest—but in varying degrees—at most grade—levels in the vacancy notice system, and because of this interest it is important that employees have a clear understanding of its purpose and how it operates. As noted in the NAPA Report (p. 64), however, this is not the case. Moreover, there is a wide range of employee opinions on the use of the vacancy notice—from a desire to have all vacancies filled through use of a notice to a feeling that the system is a sham because someone has been pre-selected before—the notice was issued.

Managers also have indicated a whole range of opinions on the use of vacancy notices—from great enthusiasm to downright antipathy (NAPA Report, p. 64). A major concern of managers appears to be retention of line authority to determine what constitutes a vacancy and how a vacancy should be filled.

Most managers feel the current system provides them the flexibility they need in the selection process for a vacancy: i.e., direct hire, internal lateral transfers, intra-office, intra-directorate, or Agency-wide call.

Another concern of managers is that inflexible application of vacancy notices (e.g., mandatory advertising of all vacancies) would create problems

in their immediate Career Service or Sub-Group, especially those groups—
that are highly specialized. These responsibilities include planning
promotion targets, implementing Upward Mobility programs, expanding—
minority placements, planning executive development and formulating
succession planning (the PDP), as well as career development planning
(including inter—and intra-Directorate rotations) and career counseling.
The Project Group considers these concerns of managers to be valid:

Employees dissatisfied with the vacancy notice system seem to have poor understanding that it is intended to complement the career development programs within each Career Service, and that maintenance of a meaningful Career Service requires priority consideration be given to qualified employees in that Service in filling a vacancy. Elimination of this policy may satisfy concerns of some employees who are dead-ended and see vacancy notices as a possible means for movement elsewhere, but it would create dissatisfaction for others.

Employee dissatisfaction with the system also derives in part from inadequate and infrequent Agency explanation of its purpose and how it works. Directorates also provide inadequate information. Periodic publication of such information for employees would, in the view of the Project Group, help dispel perceptions of a vacancy notice program that has poor distribution of notices and pre-selection of candidates for a position even before a notice is issued. Dissemination of data for 1978, for example, would clearly show the success of the program-2,180 applicants for 545 vacancies advertised Agency-wide, with 80% of the successful candidates coming from outside the advertising component. And these statistics do not include the

full magnitude of the program--i.e., vacancy notice programs within each

Although some employees complain of not seeing all vacancy notices, the Project Group does not see this as a matter that per se requires major adjustment to the distribution system. There are several reasons: first, not all vacancy notices are distributed Agency wide. Second, once a notice is initially distributed, there is no effective and efficient way to guarantee timely distribution down to all levels of the organization even if deadline dates were extended. Third, it is impractical to expect the Office of Personnel to assure that all notices will be seen by all employees. No supervisor, however, should reserve the right to judge whether a notice be circulated in his or her component. Additionally, it would seem, in the eyes of the Project Group, that some employees expect the organization to spoon feed them with little effort on their part to personally seek readily available information on vacancies.

In recognizing the inherent problem of distribution, the Office of Personnel, for Agency-wide notices, posts relevant, timely information at seven key locations and master files of Agency-wide notices are maintained for employee review at two easy-access centers; each Directorate also has master files for employee review of Agency-wide and Directorate notices. In short; vacancy notice information is always available to the employee who seeks it. Nonetheless, effort should be made to improve distribution and concomitantly reduce reproduction costs of vacancy notices. This could be accomplished by requiring the Printing and Photography Division to provide rapid timely service on all SPD printing requests for Agency-wide vacancy notices, and in a sufficient number of copies to eliminate the need

Approved For Release 2005/12/23: CIA-RDP83-00156R000600020026-2 for additional reproduction within the Directorates. Distribution time thus would be quicker and more efficient, and reproduction costs reduced.

Although the Project Group considers the current vacancy notice system to be basically sound, we agree with the NAPA Team that the system should provide a means to strengthen opportunity for movement across Directorate lines for qualified, interested employees. This can be accomplished by a dual system that preserves present practice (i.e., three possible levels of vacancy notice distribution -- Agency, Career Service, or Career Service Sub-Group for those positions where there are no internal candidates in the opinion of the line manager), but also requires annual mandatory reporting to the Director of Personnel of all anticipated vacancies during the upcoming fiscal year where qualified candidates from within the advertising component will be considered and no vacancy notice distributed. These latter vacancies along with essential qualifications and a closing date for applications could be filed for a specified time period in central locations available for employee review. Employees interested in specific jobs could be referred by these centers to the personnel officer of the issuing component for further information and application procedures. In short, vacancy notices could be used for positions where candidates are actively being sought, and a means could be provided for employees to obtain information and to pursue on their own those anticipated vacant positions for which there are fully qualified internal candidates. Such a mandatory reporting system would strengthen opportunity for cross-Directorate movement and, importantly, provide sufficient lead time for Career Services or Sub-Groups to fill those positions in a timely, orderly fashion. Such lead

time would be especially critical in those Sub-Groups comprised of specialists where oneoccurring vacancy results in a chain of several subsequent vacancies.

There are several factors, however, that may be viewed as drawbacks to the mandatory reporting scheme: costs for timely and efficient maintenance of the central locations may be high in comparison to the frequency of employee use; it may be difficult for some components to provide 12-month projections; and not least, security -- i.e., access of all employees to a vacancy listing that could include sensitive positions. These aspects would have to be examined. The Project Group notes, however, that decision on cost/benefit could be delayed until completion of a set trial period, most vacancies involving planned rotations (e.g., Personnel, Security, Operations) can be anticipated, and that security concerns might be met by the component providing information in only the most general way or by exempting sensitive vacancies from mandatory reporting. Another factor not to be overlooked is employee perceptions of a mandatory reporting scheme on anticipated vacancies for which the components have qualified candidates. It could be viewed as a sham.

The Project Group examined the feasibility of a mandatory Agency-wide vacancy notice system and has concluded that such a system would be an expensive, time-consuming administrative burden that would create an enormous flow of paper to all employees announcing vacant positions that generally apply to a relatively small portion of the Agency population. Historically, 60% of Agency-wide vacancy notices have been for clerical positions, with about 45% of these for positions GS-06 and

below. Thus, most of the positions have been of interest to about 15% to 25% of the Agency, not including the factor of job qualifications. Under a mandatory system, which would include advertising of highly specialized jobs, this percentage probably would be even lower. Moreover, a mandatory system would work at cross-purposes with the Career Services and their responsibility for employee development. The potential magnitude of a mandatory system is reflected in data for FY 1978 which shows there were about 4,500 personnel movements in that 12-month period.

The Project Group also concludes that employee understanding of the vacancy notice system could be improved if each Directorate developed for use in its Career Service or Sub-Group a set of specific guidelines as to what constitutes a vacancy, when notices should be circulated, and at what level of distribution. Such guidelines should initially be published as a notice and subsequently in the Directorates' Personnel Handbooks which should be updated with more frequency than has been practiced.

V. Project Group Recommendations

- A. Retain the present vacancy notice concept and method for distribution for positions where line management has elected or is directed to solicit candidates from outside the advertising component.
- B. Make mandatory for all components the annual reporting to the Director of Personnel of all anticipated vacancies CS-15 and below in the upcoming fiscal year for which fully qualified internal candidates will be considered and no vacancy notice is to be issued, and establish for employee use at least two information repositories (e.g., Ames Building and Headquarters Library) for these vacancies and pertinent

related information including a closing date for applications. Information on each reported vacancy would be purged from the file on the closing date.

- C. In one year, review the success and cost/benefit of Recommendation B to determine if such mandatory reporting should be continued.
- D. The Director of Personnel distribute annually a notice to employees explaining the vacancy notice system and the role of Staff Personnel Division, and providing data on the previous year's vacancy notice results -- e.g., number of vacancies advertised through notices, number of applicants, percentage of such positions filled from outside the advertising component.

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- statement on the vacancy notice system reflecting its purpose, optional levels of notice distribution (i.e., Agency-wide or within Directorates), and authority of Career Service Heads to determine when to advertise a vacancy. Purpose of the system should note that it complements the individual Career Service personnel development systems, and that vacancy notices provide opportunity for competitive selection based on qualifications, ability and potential. The regulation also should include basic criteria developed by the Director of Personnel for use by Career Service Heads in defining a vacancy. Such criteria could include:
 - No qualified candidate in the component;
- No candidate that the Career Service wants to rotate into the position;
 - The position is not related to an Upward Mobility program:

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- The component is not seeking an employee from a specific Directorate (e.g., a DO officer to serve on the IG Staff or an NFAC analyst to serve in DCD;
- There is no need to fill the position by external recruitment; and
- The position is not to be filled by directed assignment because of an employee placement problem or disciplinary action.
- F. Each Directorate publish specific information on vacancy notices using NFAC's July 1979 issuance on the subject (attached) as a model framework, including policy, definition of a vacancy, requirements for notice distribution and procedures.
- G. Personnel Handbooks of each Directorate should include the data called for in Recommendation F.
- H. All Directorate issuances on the vacancy notice system including that which is in Personnel Handbooks be approved by the Director of Personnel.
- I. Charge the Directors of Personnel and Logistics to arrange for priority printing of Agency-wide vacancy notices and subsequent distribution. Sufficient numbers of notices should be printed to eliminate the need for further reproduction by the Directorates, thus reducing xeroxing costs and speeding dissemination.

Administrative Internal Use Only

Errata

Notice to recipients of CIA document: NFAC Personnel Handbook, Administrative Use Only.

Attached is the revised chapter X of the NFAC Personnel Handbook.

Section X Vacancy Notices

A. Policy

- 1. The NFAC Vacancy Notice System is designed to:
- Provide NFAC mangers with several fully qualified candidates for each anticipated vacancy.
- Ensure that all qualified personnel have an opportunity to compete for assignments in which they are interested.
- Promote inter-Office and inter-Directorate rotation.
- Promote equal employment opportunity and upward mobility.
- Minimize unnecessary paperwork.
- 2. It is Center policy to issue an NFAC-wide Vacancy Notice under the following circumstances:
- Vacancy Notices are mandatory for all foreign and domestic field positions.
- Vacancy Notices are mandatory for all full-time and part-time clerical vacancies GS-06 and above.
- Vacancy Notices are mandatory for all GS-14 and GS-15 vacancies.
- Vacancy Notices are mandatory for professional positions at grades GS-11 through GS-13 whenever an Office is soliciting candidates from outside the Office.
- Vacancy Notices are mandatory for professional positions at grades GS-11 through GS-13 whenever an Office does not have an immediately available, fully qualified candidate.

- 3. Vacancy Notices are not issued for positions identified under the Advancement Opportunities Program; candidates apply for the Program rather than for specific position vacancies. NFAC-wide Vacancy Notices are not routinely issued for professional vacancies at grade GS-10 and below or for clerical vancancies GS-05 and below, since at these grades Offices normally have a pool of well-qualified candidates or are actively pursuing external recruitment to fill skill shortages.
- 4. In circumstances where an NFAC-wide Vacancy Notice is not required, an Office-level Vacancy Notice may be issued at the discretion of the Office Director when there are several fully qualified candidates within the Office, and the Office Director wants to ensure that all interested employees have an opportunity to compete for the assignment.
- 5. Heads of all Office-level components are responsible for ensuring that Vacancy Notices (Form 2762, figure 5) are issued in accordance with Center policy and that they are distributed rapidly and equitably to all employees eligible to fill the positions advertised.
- 6. All employees in the Center will be given the opportunity to apply for vacancies without risk of being penalized for doing so. Any individual who feels he or she is being so penalized has a legitimate grievance and may proceed accordingly (see section XIV).

B. Vacancies

1. A vacancy exists whenever the incumbent of a position resigns, retires, or is reassigned under conditions other than those described in paragraph B.2.

2. When personnel occupying positions at the same grade level are rotated within an Office so as to enhance their career development within that Office or when a position and its incumbent are reallocated as a result of an Office reorganization, no vacancy is created. Thus, Vacancy Notices will are not be issued in these types of reassignments.

C. Procedures

1. Timing

- a. Headquarters Vacancy Notices will be issued as the vacancies occur. Deadline for nominations is normally at least 3 weeks after the date of issuance.
- b. A Vacancy Notice of any appropriate overseas professional position usually is issued at least 12 months prior to an expected vacancy and 6 months prior to an expected vacancy for an overseas clerical position.

2. Distribution of Notices

- a. An NFAC-wide Vacancy Notice is usually first circulated within the Center. If the response is inadequate, the Vacancy Notice may be circulated throughout the Agency after approval is obtained from the NFAC Administrative Staff. An Agency-wide Vacancy Notice may be issued initially if the vacancy is known to be hard to fill or if a Notice for the position had already been circulated within the Center during the preceding six months with insufficient response.
- b. NFAC Vacancy Notices are distributed to all NFAC components and to the Staff Personnel Division, Office of Personnel (SPD/OP). Printing and Photography Division, Office of Logistics, makes distribution and is informed of changes in the distribution list by the NFAC Administrative Staff. Within an Office, Vacancy Notices will be made available to all employees eligible to fill the positions advertised.
- c. SDP/OP distributes Agency-wide Vacancy Notices.

3. Application for Vacancy

a. Individuals may apply or component heads may nominate qualified candidates for vacancies. Employees who are more than two grades below the grade of the position will usually not be considered.

- b. Normally the heads of Career Panels forward only the applications of those individuals they determine to be qualified to fill a vacancy. However, at an employee's request, the application can be forwarded for consideration by the advertising component even though it does not have the endorsement of the head of the employee's Career Panel. In such cases, the Career Panel will note the lack of endorsement.
- c. An applicant has the option of submitting a memorandum with the application explaining his or her special qualifications for the advertised job.
- d. Application and endorsement will be made on Form 2762a (figure 6).

4. Interview and Notification of Selection

- a. Headquarters Area Vacancies. The originating component reviews the qualifications of nominees and interviews those of interest. Additionally, if the vacancy involves a rotational assignment with an NFAC staff, the staff chief may consult with the NFAC Assignments Panel to discuss the applicants or to seek its recommendations. The Administrative Officer of each component that submitted nominations for a vacancy is notified when the selection has been made. It is the Administrative Officer's responsibility to keep applicants informed.
- b. Overseas Vacancies. The NFAC Assignments Panel reviews all applications for overseas positions and submits recommendations to the Chairman, NFAC Career Service Board, who will make the final selection (see section XI,B). Candidates for overseas positions are not interviewed by the Panel, but rather are represented by their component's member on the Panel. As a permanent member of the Assignments Panel, the NFAC Career Development Officer is responsible for informing by memorandum those applicants not selected.

5. Release of Employee

Components must release individuals selected to fill Headquarters vacancies within three weeks of their selection.